# Economic Status of Native Women in Ontario

Prepared by:

**J. Phillip Nicholson, Policy and Management Consultants Inc.** (Ottawa)

For:

**Ontario Women's Directorate**
Government of Ontario

**MAY 1987**

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May, 1987

The Honourable Ian Scott
Minister Responsible for
Women's Affairs and
Minister Responsible for
Native Affairs
Government of Ontario
18 King Street East
Toronto, Ontario

Dear Minister,

I am pleased to submit for your consideration the attached report: **Economic Status of Native Women in Ontario.**

I trust and hope that this report will be useful in assisting the Ontario Women's Directorate, the Ontario Native Affairs Directorate and other ministries of your government in on-going consultations with native people in general, and native women in particular, on the important subject of improved economic development.


We gratefully acknowledge the support and direction offered by members of your staff in the Ontario Women's Directorate. We also acknowledge the kind support and assistance of staff of the Economics Branch of Indian and Northern Affairs Canada, who kindly made available their customized database from the 1981 Census of Canada.


Sincerely,

J. Phillip Nicholson
President

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Note: The observations and comments in this report do not necessarily reflect the views of the Government of Ontario.

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# I Introduction

**PURPOSE**

This report has been prepared as a supplement to the discussion paper entitled "Towards a Framework for Native Economic Development Policies and Programs in Ontario", prepared by the firms of J. Phillip Nicholson Policy and Management Consultants Inc. (Ottawa) and Onchiota Inc. (Deseronto) for the Ontario Native Affairs Directorate and released by the Minister Responsible for Native Affairs in February 1987.

The purpose of this report is to establish a database on native women in order to:

- provide information that will lend support to the development of policies and programs that address the concerns of native women
- provide baseline data to facilitate the on-going assessment of the economic status of native women, and to measure the degree of progress achieved over time

More specifically, this report:

- provides a **demographic overview** of native women in Ontario;
- describes and assesses the **current economic conditions, and circumstances** of native women in Ontario;
- reviews **disparities and inequities** in the economic status and prospects facing native women in Ontario (e.g. vis-à-vis native men; non-native men and women; and native peoples in other provinces); and
- highlights **major barriers facing native women** in economic and employment development.

## TERMINOLOGY

For the purposes of this report, the term **native** refers to aboriginal peoples, including:

- **status Indians** (whether registered under the Indian Act or not), including those living **on-reserve** as well as those **off-reserve**
- **non-status Indians**
- **Métis**
- **Inuit**

(Refer to the **Appendix: Terminology** for definitions of these and other terms used throughout the report and/or in general discussions related to native people and economic development.)

## DATA SOURCES

Most of the statistical data in this report have been derived from special customized tabulations based on the 1981 Census of Canada, prepared by Statistics Canada on behalf of Indian and Northern Affairs Canada (INAC). The data have been kindly made available to the consultants through the Economic Development Branch of INAC.

The 1981 Census included, for the first time in recent history, specific questions related to native status. As with all census questions, the questions relating to native status required self-identification on the part of persons enumerated.

It is recognized that the census estimates of native people may not fully reflect the number of persons of aboriginal descent - particularly non-status Indians and Métis. Nor does the 1981 Census include persons who have been reinstated or instated for the first time (or who are eligible for such reinstatement or first-time instatement) as status Indians under the Indian Act, as a result of provisions of Bill C-31, An Act to Amend the Indian Act. (Bill C-31 amended the Indian Act to remove discriminatory elements).

Notwithstanding these limitations, the 1981 Census data constitute the most comprehensive and reliable data available on the social and economic conditions among native men and women.

## BACKGROUND

In developing this report, consideration has been given to two major initiatives of the Government of Ontario:

- establishment of a **Corporate Native Affairs Policy Framework**
- release of a discussion paper entitled **A Framework for Native Economic Development**

## CORPORATE NATIVE AFFAIRS POLICY FRAMEWORK

In October 1985, Cabinet approved a new Corporate Native Affairs Policy Framework based on the following three key principles:

- aboriginal peoples should receive provincial **programs and services on a non-discriminatory basis** to meet their needs to the extent that provincial legislation of general application occupies the field, and to the extent that ministry budget allocations in program planning permit;
- ministries are encouraged to develop **native-specific services** to meet the needs of native people and to support the protection of their cultures; and
- to the extent that provincial programs and services apply, or may continue to apply, to native people, those programs and services should emphasize initiatives supportive of **native self-determination** and **self-reliance** and should be developed in **consultation with native people**.

The October 1985 decision on a Corporate Native Affairs Policy Framework recognized that Ontario's new approaches to native affairs need to overcome the problems of past approaches by:

- broadening its concerns from primarily status Indians to other native groups as well (non-status Indian, Métis and Inuit);
- shifting from a "safety net" approach to a developmental approach; and
- enhancing the provincial role in the provision of services.

## FRAMEWORK FOR NATIVE ECONOMIC DEVELOPMENT

In its April, 1986 Speech from the Throne, the Government of Ontario outlined a clear commitment to develop a Native Economic Participation Program to provide opportunities for native entrepreneurs, in order to assist native peoples in Ontario to retain and strengthen their unique cultural heritage through economic development.

The Speech from the Throne also outlined several other government economic priorities of direct relevance to the needs and opportunities related to native people of Ontario:

- promotion of small business and entrepreneurship
- enhancement of primary industries, the services sector, and tourism
- support for technological innovation
- improvement of the relevance of education, coupled with increased emphasis on skills development, literacy and information, as a better bridge to the world of work

- a variety of initiatives designed to strengthen and support economic development in the northern and eastern parts of the province

- a commitment to principles of employment equity

In February, 1987 the Minister Responsible for Native Affairs released a discussion paper entitled **Towards a Framework for Native Economic Development Policies and Programs in Ontario**.

The paper proposed a three-part policy framework to guide the government in addressing native economic development issues in Ontario:

i) **acknowledgement and understanding** of the **diverse needs, opportunities and development potential** facing native people in Ontario, and **demonstrated commitment** to providing appropriate government support

ii) translation of the existing **corporate native affairs policy** (described above) into a native economic development context

iii) recognition and establishment of **linkages between native economic development initiatives** and the government's **broader social and economic policies**, priorities and strategies

**The report recommended that the government's strategy for supporting native economic development can and should only be finalized after consultation with native peoples and their representatives.**

# II Demographic Overview

This chapter provides an overview of basic demographic characteristics of native women in Ontario, including:

- total population size and "working-age" population (15-64 years) of various native groups
- distribution of the population by rural-urban residence
- family characteristics
- population mobility and migration

Each section of this chapter is concluded with one or more statements providing an analysis of the facts and trends, together with some significant implications from a socio-economic development point of view.

## TOTAL AND "WORKING-AGE" POPULATION

According to the Census, there were 57,830 native women in Ontario in 1981. Women accounted for slightly more than one-half (52.3%) of the total native population in the province, outnumbering native men by more than 5,000.

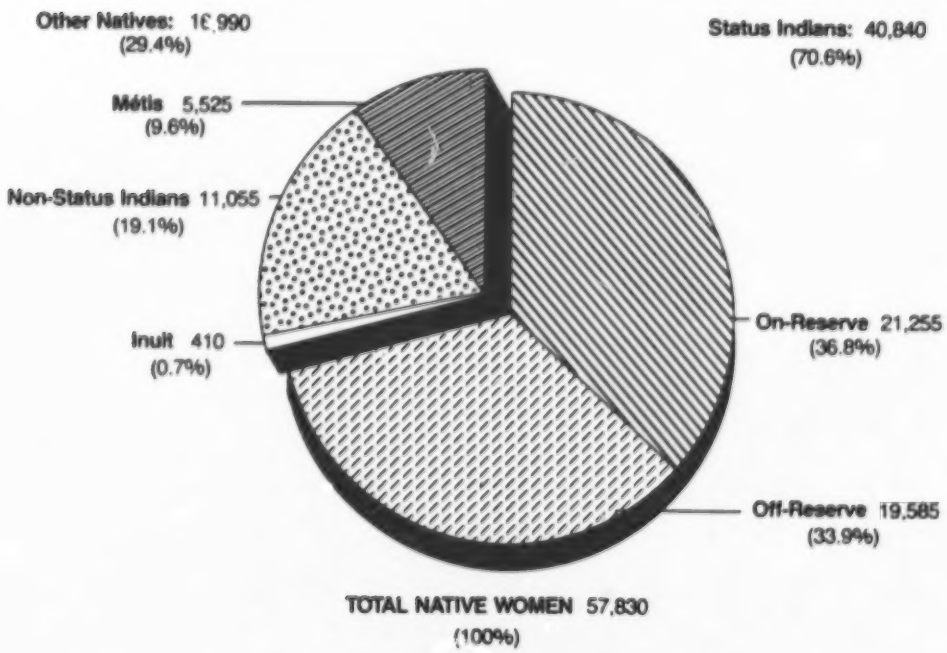
At the time of the Census almost three-quarters (71%) of native women in Ontario were status Indians, and an additional one-fifth (19%) were non-status Indians. One-tenth (10%) of native peoples in the province were Métis, while Inuit accounted for less than 1% of native women in Ontario. (Note: Bill C-31 An Act to Amend the Indian Act provides for either reinstatement or first-time instatement of Indian status under the Indian Act for those persons who either lost or were denied Indian status as a result of previous discriminatory elements of the Indian Act. At the time of writing this paper, some 4,915 applicants from Ontario have had their Indian status confirmed under terms of Bill C-31. Applications are still coming in to Indian and Northern Affairs Canada at a rate of 100 requests per day, from all provinces and regions. The 1981 Census data do not take into account additions and changes resulting from applications under Bill C-31.)

Figure 1:
**Total Native and Non-Native Population, Ontario, 1981**

| | Females | Males | Total |
|---|---|---|---|
| Status Indians | | | |
| • On-Reserve | 21,255 | 21,385 | 42,640 |
| • Off-Reserve | 19,585 | 14,915 | 34,500 |
| TOTAL | 40,840 | 36,305 | 77,145 |
| Métis | 5,525 | 5,495 | 11,020 |
| Non-Status Indians | 11,055 | 10,420 | 21,475 |
| Inuit | 410 | 495 | 905 |
| TOTAL NATIVES | 57,830 | 52,715 | 110,545 |
| TOTAL NON-NATIVES | 4,265,785 | 4,157,930 | 8,423,715 |

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

Figure 2:
**Native Women in Ontario, 1981**




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

With slightly more than one-half (52%) of status Indians living on-reserve, slightly more than one-third (36.8%) of the total native population lives in an on-reserve situation. The corollary is that almost two-thirds (63%) of native women in Ontario live in an off-reserve situation.

Among status Indians, an appreciably larger proportion of women than men live off-reserve (48% for females, compared to 41% for males in 1981). Since the female status Indian population is larger than that of the male status Indian population, this means that the total number of female status Indians living off-reserve was 31% larger than that of male status Indians off-reserve in 1981.

In 1981, more than 35,000 native women were of "working age" (15-64 years inclusive), accounting for more than three-fifths of the native female population. This is a larger proportion than that of men. (Whereas the native female population is only 9% larger than that of the native male population, the number of native women of working age is 17% larger than that of native men.)

**Figure 3:**
**Native Women of "Working Age" (15-64 Years), Ontario, 1981**

| | | |
|---|---|---|
| **Status Indians:** | 24,375 | (59.7%) |
| On-Reserve | 11,970 | (56.3%) |
| Off-Reserve | 12,405 | (63.3%) |
| **Other Natives** | | |
| Métis | 3,535 | (64.0%) |
| Non-Status Indians | 7,185 | (65.0%) |
| Inuit | 265* | (64.6%) |
| **TOTAL NATIVE WOMEN** | 35,360 | (61.1%) |

* estimate (actual between 225 and 300)

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

**Analysis and Implications:**

- Native women - especially those of working age - constitute a significant proportion of the total native population in the province.

- With appreciable numbers of status Indians, Métis and non-status Indians in Ontario (all with different geographic, cultural and linguistic backgrounds and life experiences), there is a need for varied approaches to policy development and program delivery.

- Similarly, there is a need for approaches which respond to the different situations between on-reserve and off-reserve populations.

- Broad-based native economic strategies (and related resource allocations) need to include significant components providing targeted support for native women. They must also take account of the disproportionate number of native women in off-reserve locations.

## RURAL-URBAN DISTRIBUTION

For native men and women alike, there is a greater tendency to live in smaller urban centres and in rural areas than for the non-native population. This, however, is influenced most heavily by the on-reserve population, 97% of which is rurally located, and which accounts for more than one-third of the total native population in the province. Among status Indians living off-reserve and other natives, the rural-urban patterns of men and women are similar to that of the non-native population.

**Figure 4:**
**Distribution of Population (%) by Rural-Urban Residence, Ontario, 1981**

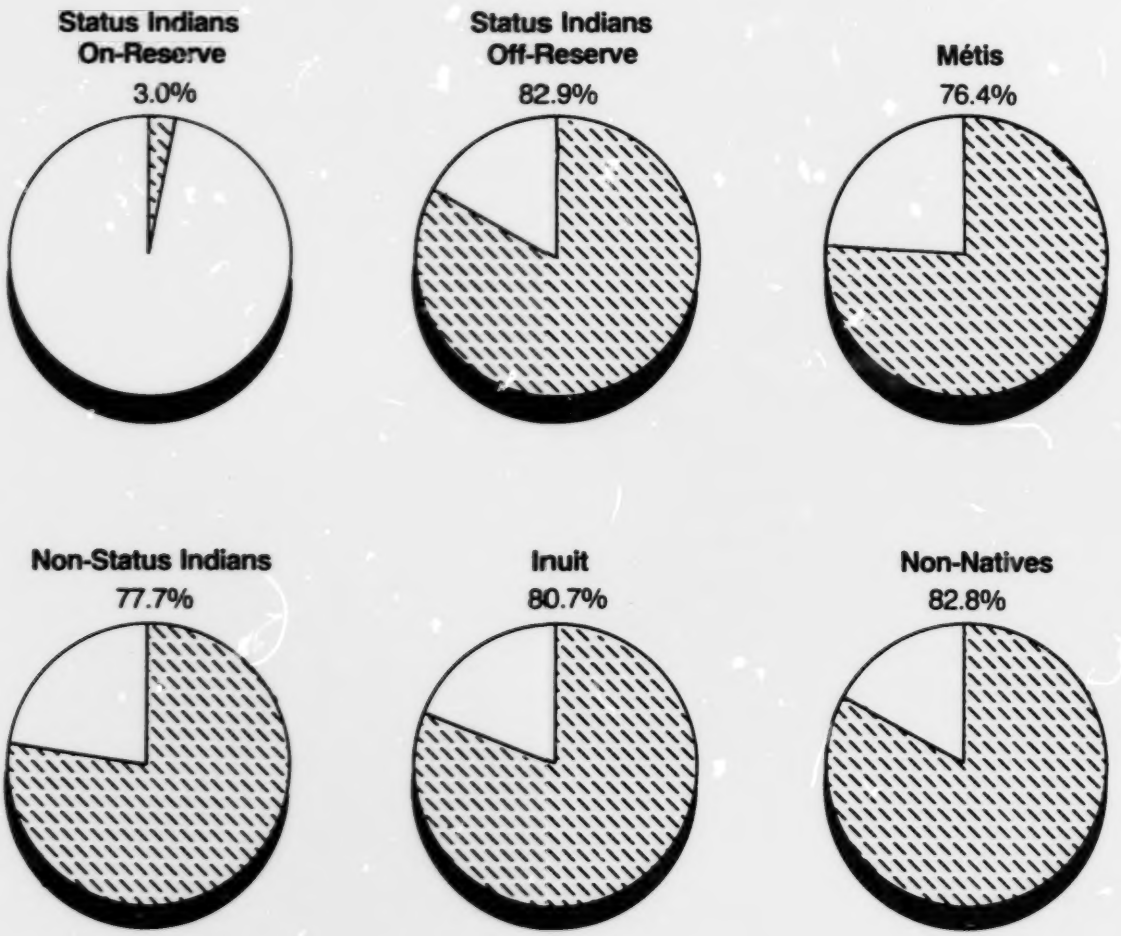
| | Rural Areas | Urban Centres | | |
|---|---|---|---|---|
| | | 1000 - 9999 Population | 10 000 - 99 999 Population | 100 000 + Population |
| **Natives** | | | | |
| • Women | 48.1% | 9.2% | 12.4% | 30.3% |
| • Men | 52.6% | 8.0% | 11.5% | 27.9% |
| **Non-Natives** | | | | |
| • Women | 17.2% | 7.5% | 13.9% | 61.5% |
| • Men | 18.7% | 7.3% | 13.6% | 60.3% |

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

Almost one-half (48%) of native women, compared to less than one-fifth (17%) of non-native women, live in rural areas. Similarly, less than one-third (30%) of native women, compared to three-fifths (62%) of non-native women live in the largest urban centres of 100,000 population or more. Almost three-quarters (74%) of native women in rural areas were status Indians living on-reserve.

There is a slightly higher tendency for native women than native men to live in urban settings. This could reflect the wider range of opportunities for native men in primary resource-based and traditional pursuits in rural settings, combined with the possibility of more opportunities for native women to find service and clerical jobs in urban centres.

**Figure 5:**
**Proportion (%) of Women Living in Urban Areas, Ontario, 1981**




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

**Analysis and Implications:**

- Approximately one-half of native women potentially face the special challenge of finding and maintaining meaningful employment situations in rural or small urban settings.

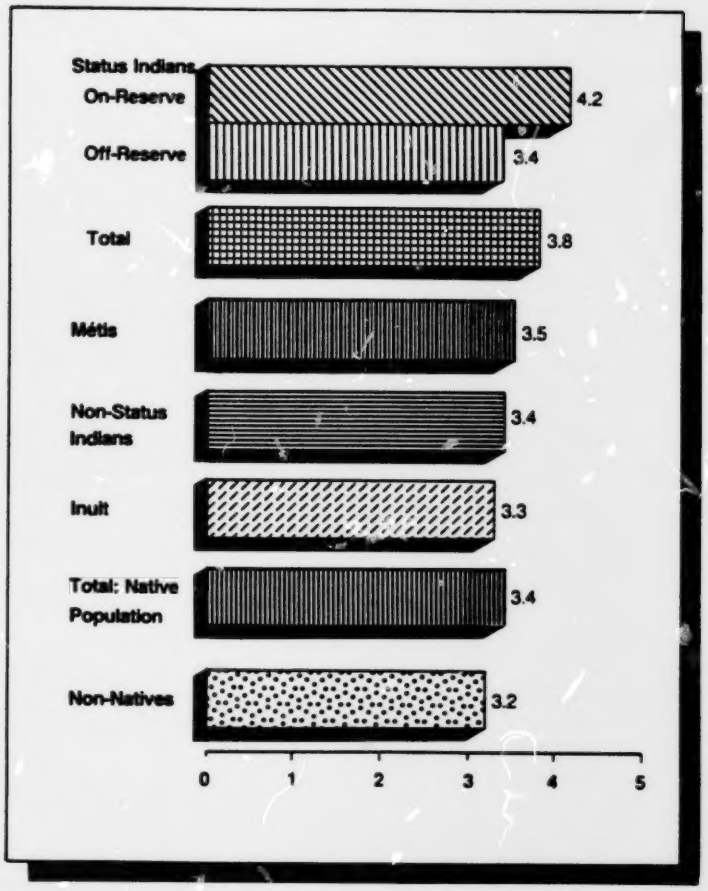
- At the same time, half of native women are located in urban centres, where there is a wider range of employment opportunities but where the native community is more dispersed and where native support mechanisms and service organizations are less directly visible and accessible.

- Since the vast majority of native women in rural settings live in reserve communities, the solution to employment needs must be community-based, and cannot rely to any significant extent upon strategies which focus simply on transportable skill development, off-reserve job placement, and/or assistance with relocation to major urban centres.

## FAMILY CHARACTERISTICS

The average size of so-called "census families" is larger for all native groups than for non-natives in Ontario. For example, the average family size of Inuit is approximately 3% larger than that of non-natives, while for non-status Indians and status Indians living off-reserve, it is 6% larger. The average family size of Métis is 9% larger than that of non-natives, while for status Indians on-reserve it is 31% larger than that of non-natives. (A census family consists of "a husband and a wife (with or without children who have never married, regardless of age), or a lone parent of any marital status with one or more children who have never married, regardless of age, living in the same dwelling").

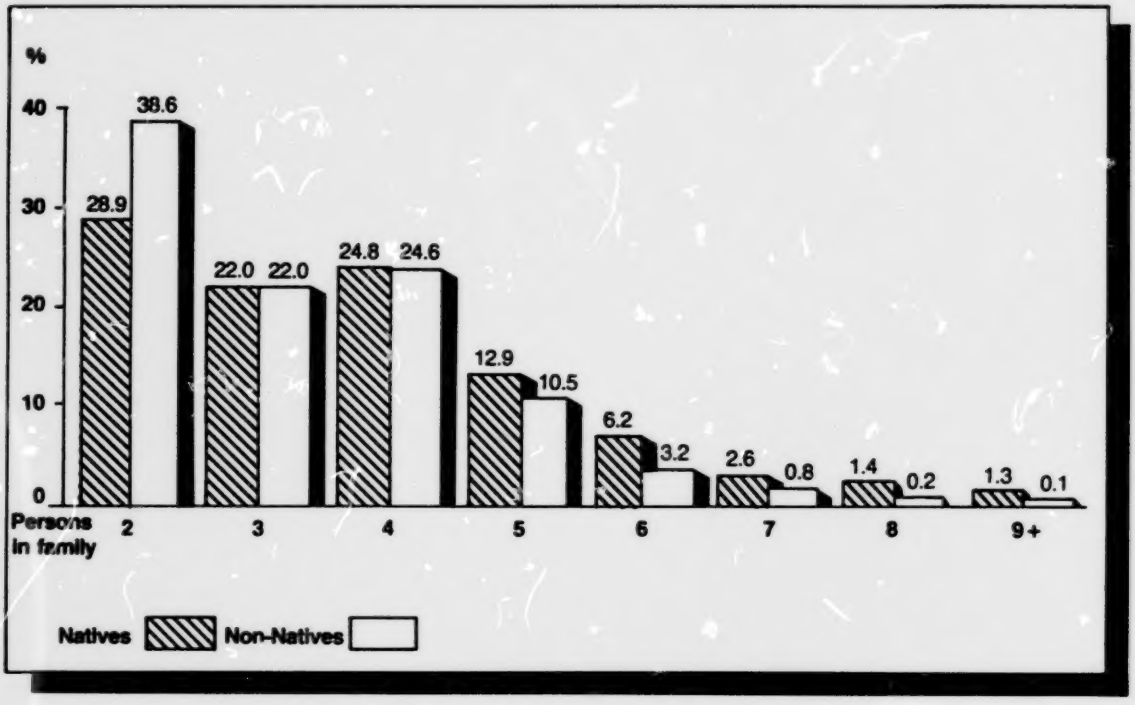
Figure 6:
Average Size of Census Families (Number of Persons), Ontario, 1981




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

The *average* family size data reveal only part of the picture relating to the composition of native families in Ontario. More detailed information on the distribution of families by family size reveals that a significantly lower proportion of the native population (29%) than the non-native population (39%) have very small families (i.e. only two persons). Similarly, an appreciably larger proportion of natives (12%) than non-natives (4%) had families of six or more persons in 1981.

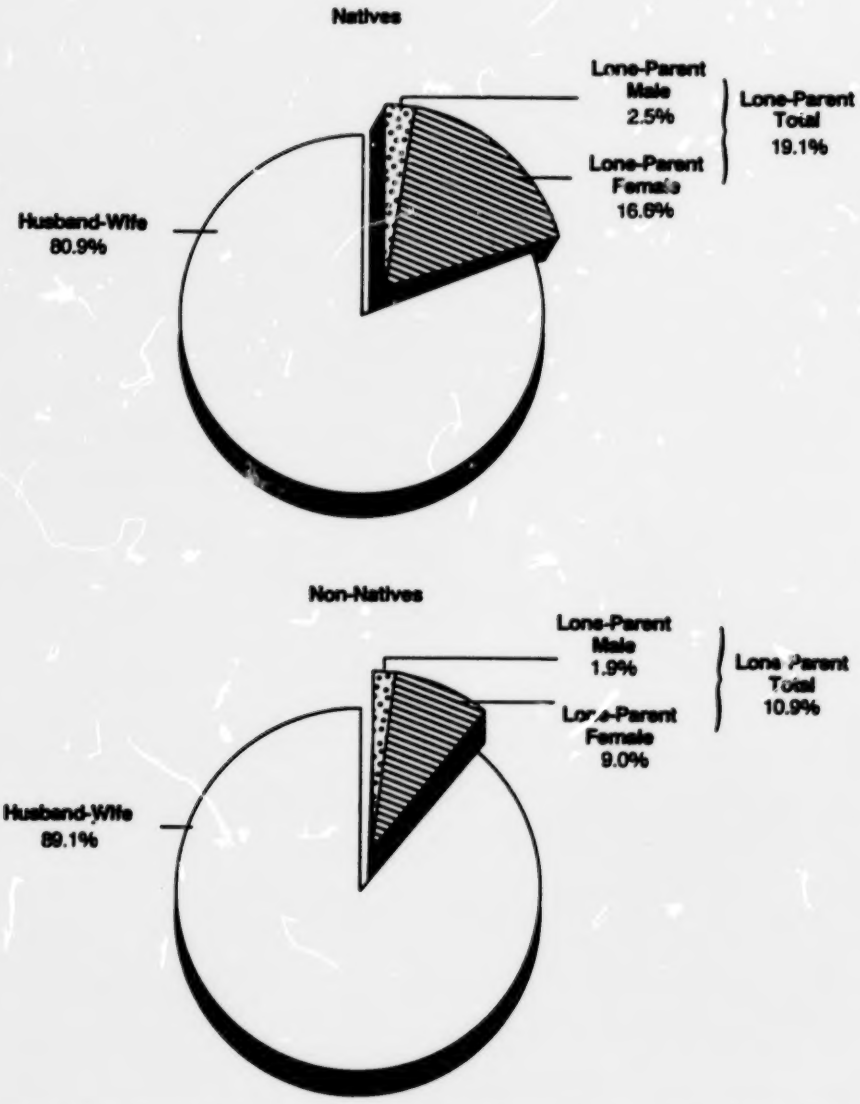
**Figure 7:**
**Distribution of Census Families (% of all Census Families), by Family Size (Number of Persons), Ontario, 1981**




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

For natives and non-natives alike, the vast majority of census families consist of "conventional" families with both the husband and wife present in the family. However, an appreciably larger proportion of native families (19%) than non-native families (11%) are headed by a lone parent. The vast majority of these are families (i.e. two or more persons) headed by women.

**Figure 8:**
**Census Families, by Family Structure, Ontario, 1981**




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

One-sixth (17%) of all native families are headed by lone women. Among status Indians living off-reserve, the proportion is more than one-fifth (21%).

**Figure 9:**
**Lone-Parent Families as Proportion (%) of All Families in Each Native Group, Ontario, 1981**

| | Status Indians | | | Other Natives | | | |
|---|---|---|---|---|---|---|---|
| | On-Reserve | Off-Reserve | Total | Métis | Non-Status Indians | Inuit | Total |
| Lone-Parent Male | 5.4 | 1.5 | 3.4 | 1.7 | 1.2 | — | 1.3 |
| Lone-Parent Female | 17.7 | 21.1 | 19.4 | 13.3 | 12.0 | 12.1 | 12.4 |

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

**Analysis and Implications:**

- For native men and women - especially status Indians living on-reserve, the tendency to have large families has several implications:
  - there is greater economic pressure on the principal income earners of the family to meet the basic necessities of life. This pressure is even greater on sole-support parents, most of whom are women.
  - it is more difficult to make appropriate child care arrangements for parents seeking access to training and employment.

- even though children are an important resource for future economic development, in the short run the financial costs of larger families tend to reduce discretionary family income which might be applied to business investment.

- In the absence of adequate, affordable and culturally appropriate child care support, whether in the home or in the community, parents will have less choice and flexibility to participate in the wage economy or in employment preparation programs.

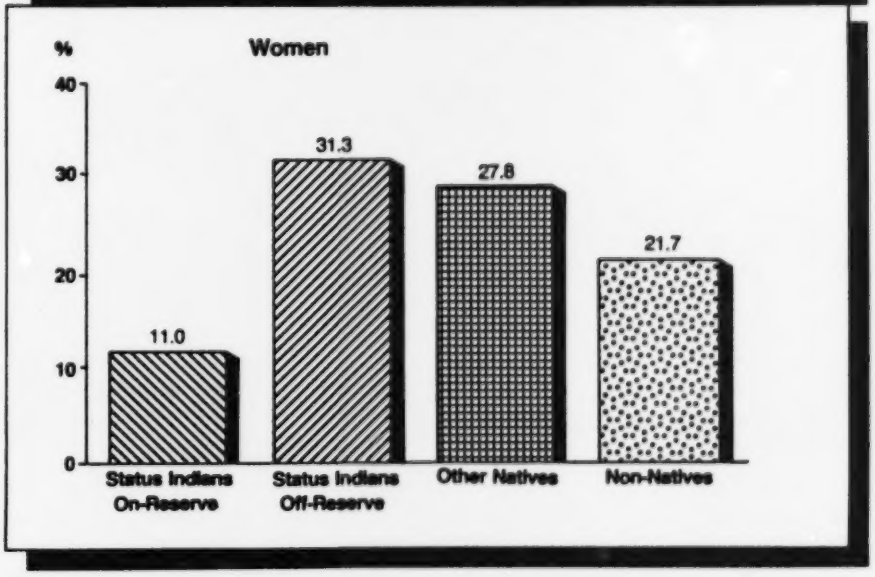
- For lone women with children, child care support may have to be accompanied by flexible community-based training and employment opportunities, to accommodate their special needs.

## MOBILITY AND MIGRATION

For native people in general, the mobility patterns of persons 5 years and over are very similar to those of the non-native population. However, this overall trend masks significant differences amongst the various native groups. For example, among status Indian men and women living on-reserve, only approximately one-tenth in 1981 were living in a different geographic location (i.e. rather than simply a different house) than five years previously. Thus, mobility among on-reserve men and women was only approximately one-half that of non-natives. Natives in off-reserve situations, however, were approximately 30% more mobile than non-natives.

Figure 10:
**Mobility: Migrants as a Proportion (%) of Population 5 Years and Over, Ontario, 1981**

| | Females | Males |
|---|---|---|
| Natives: Status Indians — On-Reserve | 11.0% | 9.0% |
| Status Indians — Off-Reserve | 31.3% | 30.9% |
| Other Natives | 27.8% | 28.0% |
| TOTAL NATIVES | 22.9% | 21.0% |
| Non-Natives: | 21.7% | 21.8% |




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

For natives, as for non-natives, female mobility patterns were very similar to male patterns. Among native peoples, there is a very slightly higher tendency for women than men to be mobile. (Note: This tendency may be even slightly higher in recent years following the Census, reflecting an increasing trend for women to participate in the wage economy and, therefore, for native women to be more mobile in search of suitable employment - especially in off-reserve and larger urban situations.)

For all population groups (i.e. natives and non-natives alike), men and women in the age group 20-24 years generally exhibit the highest mobility.

In the age group 20-24 years, women (native and non-native alike) were 25 to 35% more likely than men to have moved in the past five years.

Mobility is highest among status Indian women living off-reserve. Almost one-third (32%) of status Indian women living off-reserve in the age groups 15-19 years and 25-44 years had moved in the past five years. Among those in the age group 20-24 years, the proportion was almost one-half (45%).

Figure 11:
**Mobility, by Age:**
**Migrants as Proportion (%) of Population in Each Age Group 5 Years and Over, Ontario, 1981**

| | Natives | | Non-Natives | |
|---|---|---|---|---|
| Age Group | Females | Males | Females | Males |
| 5-14 Years | 20.5% | 22.2% | 22.6% | 22.8% |
| 15-19 Years | 22.8% | 17.7% | 18.2% | 17.0% |
| 20-24 Years | 33.4% | 24.5% | 34.5% | 27.5% |
| 25-44 Years | 27.0% | 25.7% | 28.7% | 30.4% |
| 45-64 Years | 11.0% | 11.2% | 12.5% | 12.6% |
| 65 Years and Over | 10.0% | 7.6% | 10.9% | 11.0% |

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

**Analysis and Implications:**

- The tendency for on-reserve populations to be less mobile is understandable in view of the legal, political, social and cultural significance attached to living in a reserve community.

- Similarly, the tendency for status Indian men and women living off-reserve to be mobile reflects the instability of employment opportunities for many natives, and the need for the off-reserve population to continually search for work (whether full or part-time, and whether year-round or seasonal) in the mainstream economy.

- The high mobility among young native women and men likely is attributed to:

    - re-location to attend post-secondary educational institutions in a different location

    - relocation associated with home-leaving and/or new family formation as the population enters into adulthood

    - migration of new entrants to major labour market centres/areas in search of employment

- The higher mobility rates among younger native women is likely indicative of scarcer employment opportunities for women (and, hence, the need to re-locate), especially in off-reserve and larger urban settings. It also may reflect the greater tendency for women than men to be dependent on employment with established institutions, rather than creation and ownership of their own enterprises in their own home location.

# III Economic Conditions

This chapter provides an overview of economic conditions and circumstances of native women in Ontario, including:

- labour force participation
- employment rates
- duration of employment; full and part-time work
- occupations
- industries
- income
- education

Each section of this chapter concludes with one or more statements providing an analysis of the statistical indicators, together with some significant implications from a socio-economic development point of view.

## LABOUR FORCE PARTICIPATION

Although the labour force participation rates for native women in Ontario rank among the highest among native women in Canada, they are nonetheless significantly lower than the rates for non-natives, especially non-native men.

**Figure 12:**
**Labour Force Participation Rates, By Province:**
**Population 15 Years and Over, 1981**

| | B.C. | Alta. | Sask. | Man. | Ont. | Que. | Atlantic Canada | Northern Canada | Canada |
|---|---|---|---|---|---|---|---|---|---|
| Native Women: | | | | | | | | | |
| • Status Indians | 40.1 | 34.7 | 29.0 | 29.4 | 41.2 | 34.9 | 34.7 | 38.2 | 36.3 |
| • Other Natives | 51.1 | 45.2 | 37.5 | 36.4 | 54.1 | 45.5 | 40.7 | 43.3 | 45.6 |
| Native Men: | | | | | | | | | |
| • Status Indians | 61.3 | 57.0 | 51.8 | 49.2 | 61.7 | 56.1 | 54.0 | 50.8 | 57.0 |
| • Other Natives | 76.9 | 72.7 | 63.2 | 64.3 | 81.1 | 70.8 | 70.0 | 58.9 | 71.0 |
| Non-Native Women | 53.0 | 58.7 | 49.3 | 53.4 | 55.3 | 47.6 | 44.7 | 71.9 | 52.0 |
| Non-Native Men | 78.6 | 85.2 | 79.2 | 78.8 | 79.8 | 75.9 | 72.6 | 89.6 | 78.4 |

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

In 1981, only slightly more than two-fifths (41%) of status Indians and slightly more than one-half (54%) of other natives 15 years and over were participating in the labour force (i.e. were either employed or actively seeking employment at the time of the census). This contrasts with non-native women whose labour force participation rates (55%) are slightly higher than those of other natives, and with non-native men, four-fifths (80%) of whom were in the labour force. This means that the labour force participation rates of status Indian women was one-half that of non-native men, and for other native women and non-native women it was two-thirds that of non-native men.

**Analysis and Implications:**

- The low labour force participation rates among native women are indicative of chronically adverse employment conditions in many northern and rural native communities and, therefore, a greater tendency for native women to be "discouraged workers" no longer actively seeking wage employment.

- The low participation rates for native women also reflect, in part, an historical tendency for many native women to assume the primary responsibility for family and child care and hence to be unable or uninterested in participating in the wage economy.

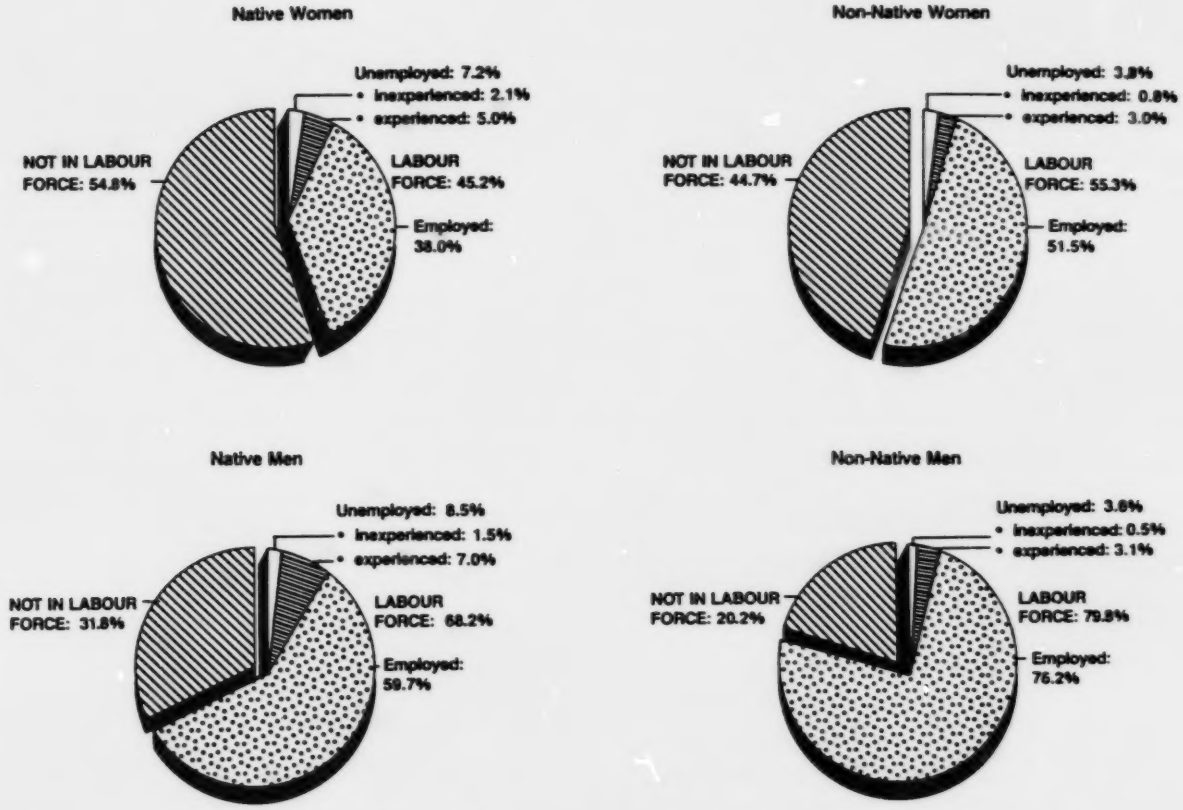
- These low participation rates may also reflect native women's inability to access certain kinds of employment opportunities, because of lack of appropriate training or because of discriminatory practices in employment.

## EMPLOYMENT RATES

In 1981, less than two-fifths (38%) of native women 15 years and over were employed at the time of the census. This low level of employment among those of working age was:

- three-quarters (74%) that of non-native women
- two-thirds (64%) that of native men
- one-half (50%) that of non-native men

**Figure 13:**
**Labour Force Activity: Population 15 Years and Over, Ontario, 1981**




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

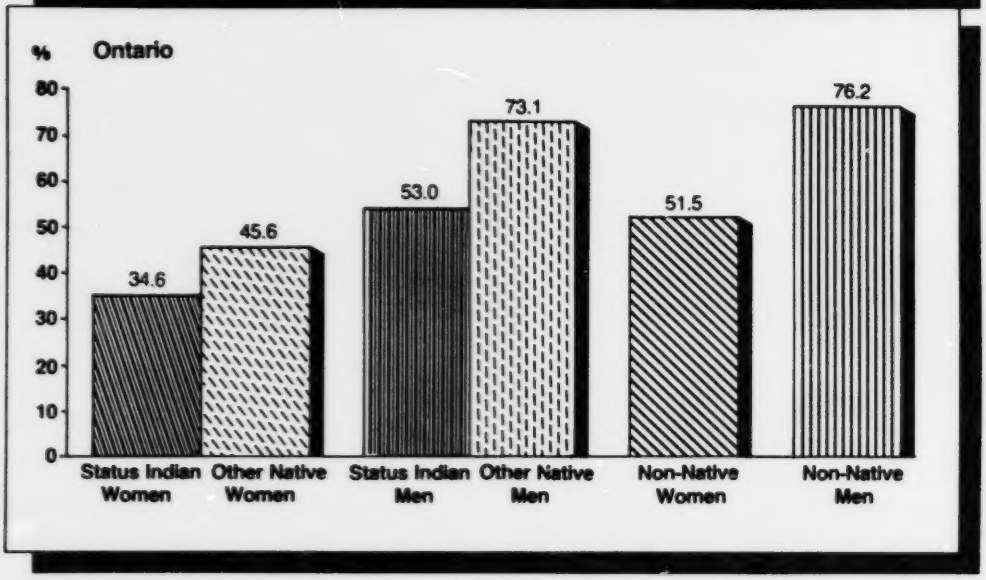
Note: Some figures may not add due to rounding.

Employment is lowest among status Indian women living on-reserve, where in 1981 only slightly more than one-quarter (26%) of those 15 years and over were employed - only slightly more than one-half (57%) that of the male rate among status Indians living on-reserve.

For native men and women alike, employment rates in 1981 were higher in Ontario than in any other province or territory. This most likely reflects the generally more diverse and well-developed economy of Ontario.

**Figure 14:**
**Employment Rates, By Province: Population 15 Years and Over, 1981**

| | B.C. | Alta. | Sask. | Man. | Ont. | Que. | Atlantic Canada | Northern Canada | Canada |
|---|---|---|---|---|---|---|---|---|---|
| Native Women: | | | | | | | | | |
| • Status Indians | 31.9 | 31.1 | 23.9 | 24.4 | 34.6 | 28.9 | 26.5 | 31.8 | 30.1 |
| • Other Natives | 42.9 | 40.6 | 30.9 | 31.2 | 45.6 | 37.2 | 31.6 | 36.2 | 38.6 |
| Native Men: | | | | | | | | | |
| • Status Indians | 49.9 | 50.0 | 41.5 | 38.4 | 53.0 | 47.4 | 42.8 | 39.2 | 47.2 |
| • Other Natives | 64.4 | 63.7 | 53.8 | 52.5 | 73.1 | 59.7 | 52.7 | 49.8 | 60.8 |
| Non-Native Women | 49.0 | 56.3 | 46.5 | 50.5 | 51.5 | 41.6 | 38.4 | 68.3 | 47.6 |
| Non-Native Men | 74.4 | 82.5 | 76.7 | 75.6 | 76.2 | 68.6 | 64.1 | 86.0 | 73.5 |




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

**Analysis and Implication**

- Notwithstanding the more favourable employment conditions facing native men and women in Ontario, the employment of **non-native** men and women in Ontario also ranks among the highest in Canada. Accordingly, significant disparities between natives and non-natives and men and women still prevail in Ontario.

- Native women suffer on two accounts: lower employment for natives than non-natives and lower employment for females than males.

- Poor employment success tends to be self-perpetuating (lack of suitable role models; insensitivities of the male and non-native dominated work force toward the needs and merits of native and female workers; inadequate income to provide for advanced training, child care, etc.).

- The data on employment rates tell only part of the story, since native women also tend to be occupied in jobs which are part-time, unstable, seasonal, low-paying, and with poor opportunities for career advancement.

## DURATION OF EMPLOYMENT; FULL AND PART-TIME WORK

The preceding data on employment status provide a snapshot image of the employment situation facing native women in comparison to native men and non-native men and women at the time of the census. A more complete picture is provided by an analysis of the recent work history as measured by work activity throughout the year preceding the census (i.e. throughout 1980).

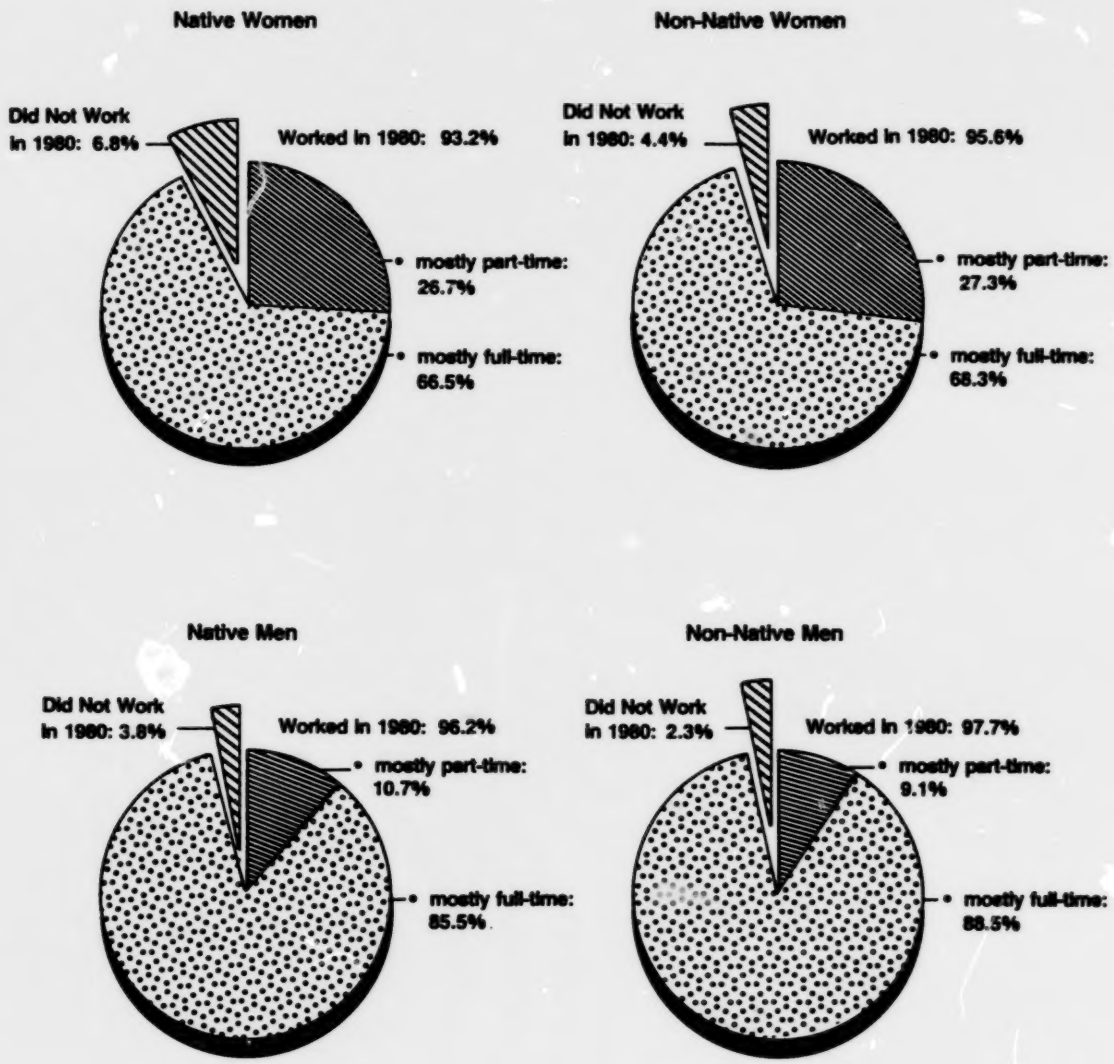
For example, among persons in the *experienced labour force*, the proportion of native women (6.8%) who did not work at all in 1980 was:

- 1.5 times that of non-native women (4.4%);
- 1.8 times that of native men (3.8%); and
- 3.0 times that of non-native men (2.3%).

Native women are significantly more likely to suffer from chronic unemployment or under employment than native males and non-native males and females.

Among those who did work in 1980, there is a higher tendency for women (natives and non-natives alike) to work mostly part-time. More than one-quarter (approximately 27%) of native and non-native women in the experienced labour force worked mostly part-time. This is approximately 2.5 times that of native and non-native men, of whom only approximately one-tenth worked mostly part-time.

**Figure 15:**
**Recent Work History: Experienced Labour Force 15 Years and Over, Ontario, 1981**




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

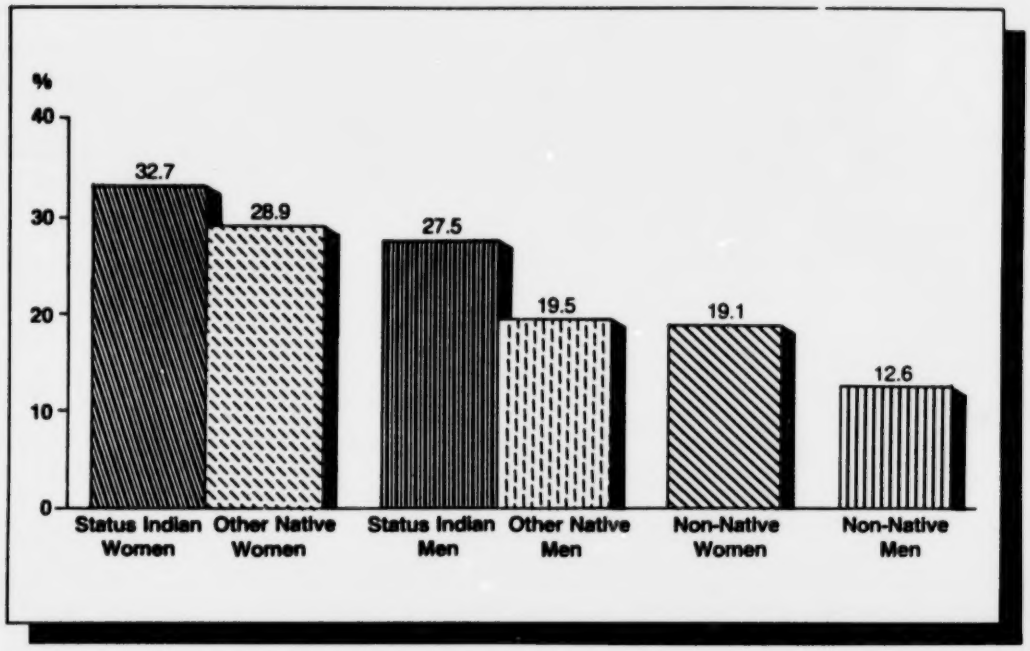
"Entrenched unemployment", as measured by the proportion of the experienced labour force 15 years and over who did not work at all in 1980 was significantly higher for native women than for native men, non-native women and non-native men in all age groups. Almost one-tenth (9%) of native women 15-24 years in the experienced labour force did not work at all in 1980.

Among those 25-44 years, the proportion of native women in the experienced labour force who **did not work** in 1980 (5.8%) was 1.6 times that of non-native women (3.7%), 2.9 times that of native men (2.0%) and 5.3 times that of non-native men (1.1%).

Among those persons in the experienced labour force 15 years of age and over, a greater proportion of native women than any other group tended to work less than half of the year (i.e. less than 26 weeks) in 1980. For example, one-third (33%) of status Indian women and three-tenths (29%) of other native women worked less than 26 weeks in the year. This is a larger proportion than the male counterparts for status Indians and other natives, and approximately 1.5 times the proportion of non-native women, and 2.4 times the proportion of non-native men who worked less than half the year.

Among status Indian women living on-reserve who worked in 1980, more than one-fifth (21%) worked 13 weeks or less in the year - 2.7 times the proportion of non-native women who worked less than 13 weeks, and 4.3 times the proportion of non-native men.

Figure 16:
**Proportion (%) of Experienced Labour Force 15 Years and Over, Who Worked Less Than 26 Weeks in 1980, Ontario, 1981**



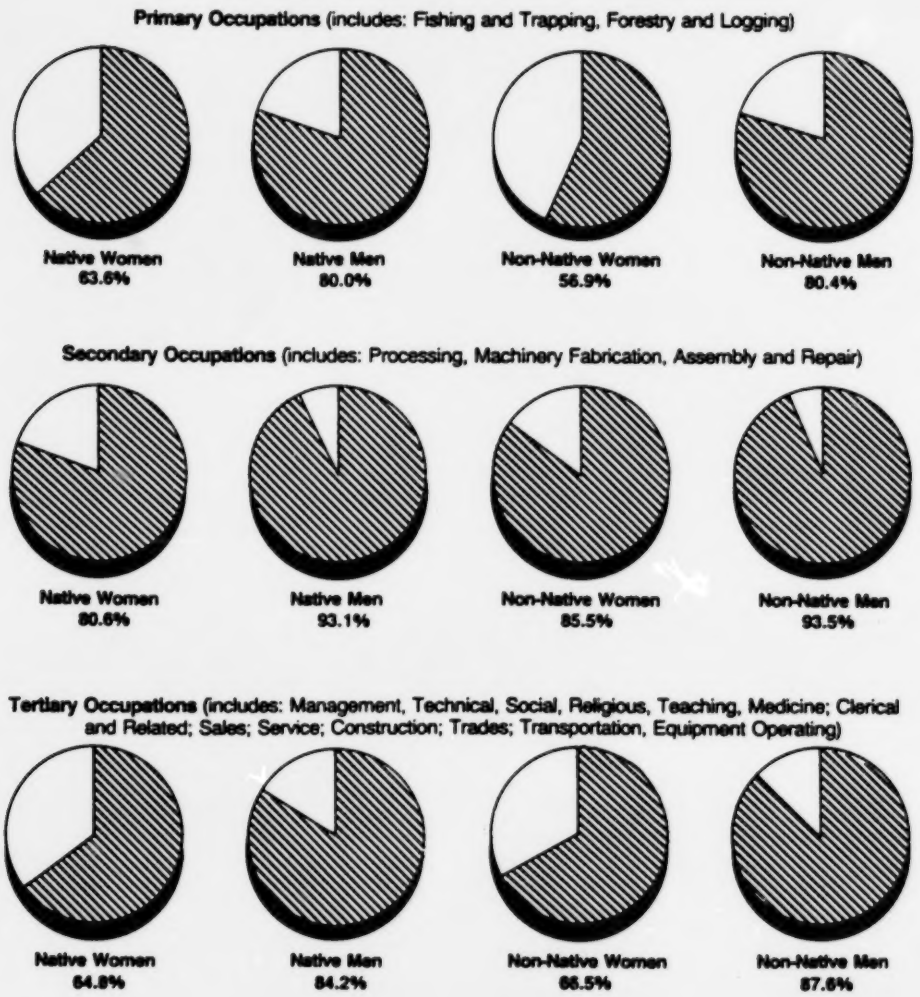

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

Perhaps not surprisingly because of their highly-seasonal nature, the primary occupations offered less opportunity for native and non-native men and women alike to obtain mostly full-time work in 1980. Manufacturing occupations provided the highest proportion of full-time work among the experienced labour force - somewhat higher than levels in the tertiary (service) occupations. (Note: "**Occupations**" refer to the function of the individual worker, while "**industries**" refer to the principal activities of the firm or institution.)

With the exception of primary occupations, where a slightly larger proportion of native women than non-native women were employed full-time, native women have lower levels of full-time work than native men, non-native women and non-native men. The proportion employed in full-time work are highest in the manufacturing occupations, where disparities between native women on the one hand and native men, non-native women and non-native men on the other hand are the lowest.

With the exception of manufacturing occupations, where four-fifths of native women (81%) in the experienced labour force worked mostly full-time, two-thirds or less of native women in the experienced labour force worked full-time in 1980.

**Figure 17:**
**Proportion (%) of Experienced Labour Force 15 Years and Over in Each Occupational Sector, Who Worked Mostly Full-Time in 1980, Ontario, 1981**


Primary Occupations (includes: Fishing and Trapping, Forestry and Logging)
Native Women 63.6%
Native Men 80.0%
Non-Native Women 56.9%
Non-Native Men 80.4%
Secondary Occupations (includes: Processing, Machinery Fabrication, Assembly and Repair)
Native Women 80.6%
Native Men 93.1%
Non-Native Women 85.5%
Non-Native Men 93.5%
Tertiary Occupations (includes: Management, Technical, Social, Religious, Teaching, Medicine; Clerical and Related; Sales; Service; Construction; Trades; Transportation, Equipment Operating)
Native Women 64.8%
Native Men 84.2%
Non-Native Women 66.5%
Non-Native Men 87.6%

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

Entrenched unemployment, as measured by the proportion of the experienced labour force 15 years and over who did not work at all in 1980, was substantially higher for native women than for non-native women, and for native and non-native men in both the manufacturing and tertiary industries. Entrenched unemployment for native women in the primary industries was only slightly higher than that of non-native women, although approximately double that of native and non-native men.

**Analysis and Implications:**

- While the greater tendency for women to participate in part-time work may reflect choices to combine wage economy work with domestic responsibilities and/or other pursuits, it also likely points to the poorer range of employment opportunities available to women in general, and the lower levels of seniority for women in wage economy situations. It is also an indicator of the kind of occupations and industrial pursuits currently available to women (i.e. largely short-term, seasonal, part-time and, therefore, typically lower-paying and less secure than those available to men).

- In general, individuals who worked fewer weeks in the year have lower average earnings, less employment security, poorer opportunities for advancement, and less opportunity for skill development and experience-building. Although short-term or seasonal employment may have a useful role in providing diverse employment opportunities, in general it is an indicator of poor employment opportunities and poor socio-economic status and stability.

- The general trend for native women to experience higher levels of unemployment or under-employment is not simply a reflection of any biases in the distribution of native women from one industry sector to another. Rather, it is evident in all industry sectors, as in all major occupational groups. This likely reflects a variety of factors, including overt and/or systemic discrimination on the

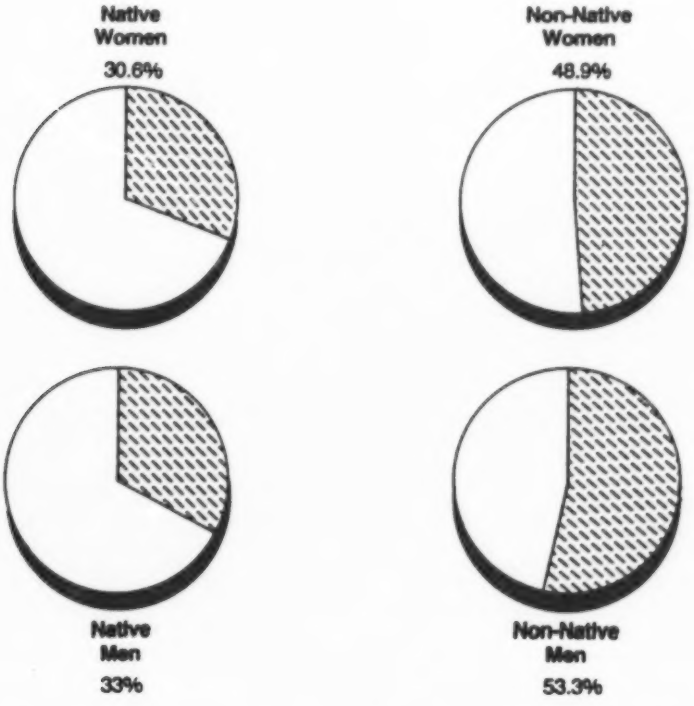
combined bases of gender and aboriginal identity. It also reflects additional factors such as lower levels of educational attainment, poorer access to full-time and stable work situations, inadequate access to family and child care support and generally poor economic conditions in areas where native populations are most highly concentrated (e.g. rural and remote areas of the province).

## EDUCATION

Natives in general and native women in particular have lower average levels of educational attainment than their non-native counterparts - especially males. For example, in 1981 only three fifths (31%) of native women 15 years and over not attending school had a high school diploma or higher, compared to one-third (33%) of native men, and approximately one-half of non-native women and men (49% and 53% respectively). The situation is worst among status Indians living on-reserve, where only one-fifth of those 15 years and over not attending school have a high school diploma or higher level of education.

Only 1.5% of native women 15 years and over not attending school in 1981 had a university certificate, diploma or degree, compared to 2.4% of native males, 6.0% of non-native females, and 10.8% of non-native males.

Figure 18:
Persons with High School Diploma or Higher:
Population 15 Years and Over Not Attending School, Ontario, 1981




Source: Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

The significance of educational attainment for native women, as for native men and non-native men and women is reflected in the table below. The table illustrates the employment rates among the population 15 years and over not attending school in 1981, by highest level of schooling attained.

Employment rates are generally higher for individuals with higher levels of educational attainment than for those with low levels of educational attainment. Moreover, the gaps between natives and non-natives and men and women become less significant among those with higher levels of education. For example, employment rates among status Indian women with no schooling (9.2%) are only one-fifth (19%) those of non-native men with no schooling. However, among status Indian women with a high school certificate or diploma, the employment rates (55.5%) are almost two-thirds (64%) those of non-native men. Among status Indian women with some university education the employment rates (64.6%) are almost three-quarters (74%) those of non-native men (87.7%) with the same level of educational attainment. Finally, for status Indian women with a completed university certificate, diploma or degree, the employment rates (82.5%) are 90% those of non-native men (91.6%).

**Figure 19:**
**Employment Rates by Highest Level of Schooling: Population 15 Years and Over Not Attending School, Ontario, 1981**

| Highest Level of Schooling Attained | Native Women | | Native Men | | Non-Native Women | Non-Native Men |
|---|---|---|---|---|---|---|
| | Status Indians | Other Natives | Status Indians | Other Natives | | |
| No Schooling | 9.2 | 17.0 | 23.8 | 36.3 | 22.7 | 48.4 |
| Grades 1-8 | 19.3 | 26.2 | 43.4 | 68.4 | 28.8 | 62.5 |
| Some High School (Grades 9-13) | 32.4 | 42.1 | 59.1 | 76.5 | 46.4 | 77.4 |
| High School Certificate/Diploma | 55.5 | 58.8 | 82.5 | 90.4 | 60.6 | 86.7 |
| Other Non-University Diploma | 59.0 | 62.7 | 78.2 | 85.0 | 61.4 | 86.7 |
| Some University | 64.6 | 67.0 | 82.7 | 82.3 | 62.7 | 87.7 |
| University Certificate, Diploma or Degree | 82.5 | 74.7 | 95.6 | 98.5 | 72.7 | 91.6 |

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

**Analysis and Implications**:

- Although it is believed that recent levels of school attendance have been improving for native males and females, there is still a greater tendency for natives than non-natives to leave school without completing high school or attending a post-secondary educational institution. This may be attributable to a variety of factors:

    - greater pressures for lower-income native adolescents to seek employment in order to financially support themselves and/or their families

    - lack of tangible evidence within their home communities of the benefits of higher levels of education, coupled with lack of positive role models for advanced educational attainment

    - inappropriate and insensitive curricula in educational systems which are not sensitive to the unique needs and circumstances of native peoples - especially status Indians living on-reserve

    - lack of appropriate education, extension and adult literacy/education programs and services targeted to native peoples - especially those who might otherwise be able to pursue education on a part-time basis and/or return to school in an adult setting

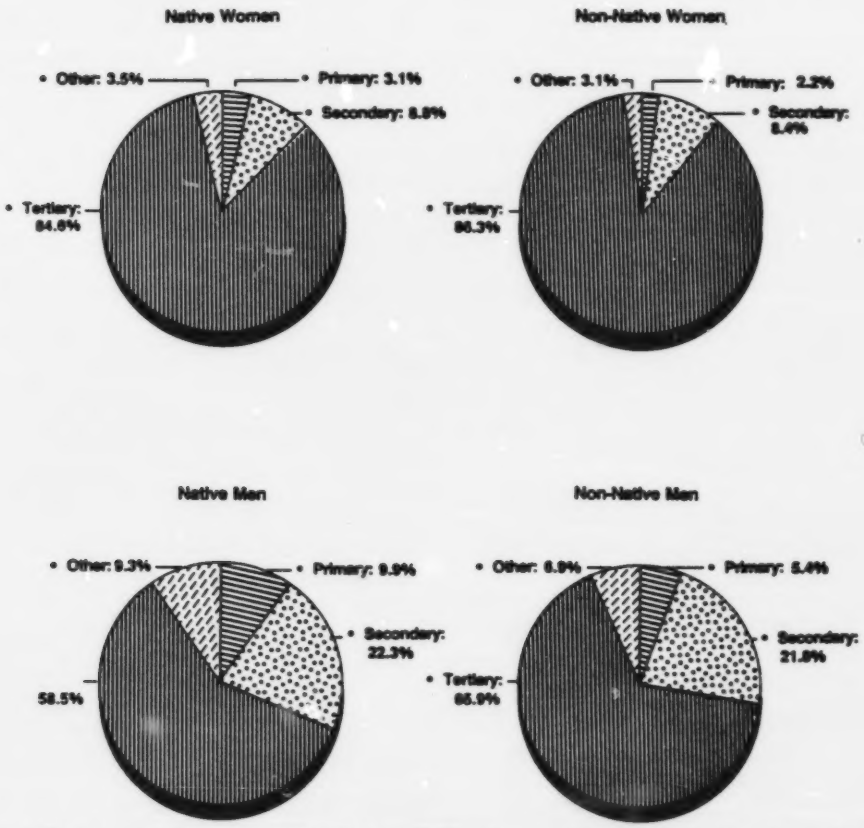
- Improved education is perhaps one of the most important factors in improving employment rates and income levels among native women. However, in view of lingering disparities even among natives and non-natives and males and females with similar educational attainment, it is not sufficient in itself to achieve employment and income equity.

## OCCUPATIONS

For all groups, the vast majority of the experienced labour force is employed in tertiary ("service") occupations. In both the native and non-native populations, this phenomenon is particularly true for women. More than four-fifths of the experienced female labour force is employed in tertiary occupations, compared to that of males, where the proportion is less than two-thirds.

As with native men, native women have a greater tendency to be involved in the primary sector than their non-native counterparts, reflecting their higher rural and remote population component.

Figure 20:
Occupations: Experienced Labour Force 15 Years and Over, Ontario, 1981




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

The chart below illustrates, for each occupation, the number of employed persons per 1,000 population in each population group (i.e. native women, native men, non-native women, non-native men). This allows for the comparison of differences on the basis of gender and/or native/non-native identity from occupation group to occupation group.

Without implying that any population group should aspire to the employment patterns of non-native men, it should be noted that perhaps the most useful comparison is between each of the three other groups and that of non-native men who, in general, enjoy the highest levels of employment in most of the occupational groups.

**Figure 21:**
**Employed Persons per 1000 Population 15 Years and Over, by Occupation, Ontario, 1981**

| Occupation | Native Women | Native Men | Non-Native Women | Non-Native Men |
|---|---|---|---|---|
| Fishing & Trapping | — | 1.7 | 0.1 | 0.3 |
| Forestry & Logging | 3.5 | 25.5 | 0.3 | 2.7 |
| Other Primary | 7.6 | 26.5 | 10.8 | 38.0 |
| PRIMARY OCCUPATIONS | 11.3 | 54.6 | 11.2 | 41.0 |
| Processing | 9.1 | 43.8 | 9.5 | 38.7 |
| Machinery Product Fabricating, Assembly & Repair | 22.4 | 91.1 | 32.6 | 127.1 |
| SECONDARY OCCUPATIONS | 31.8 | 135.0 | 42.1 | 165.8 |
| Managerial, Technical, Social, & Religious | 90.9 | 95.7 | 127.6 | 194.3 |
| Clerical & Related | 109.1 | 33.5 | 191.9 | 59.2 |
| Sales | 27.9 | 29.0 | 49.4 | 67.2 |
| Service | 88.9 | 62.9 | 72.6 | 71.7 |
| Construction Trades | 1.1 | 88.0 | 1.3 | 69.5 |
| Transportation Equipment Operating | 7.1 | 44.0 | 3.6 | 42.0 |
| TERTIARY OCCUPATIONS | 325.3 | 353.5 | 446.3 | 503.8 |
| Other | 11.7 | 53.2 | 15.2 | 51.3 |
| TOTAL EMPLOYED | 379.9 | 596.5 | 514.9 | 761.9 |

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

Although fewer than 25 native women are involved in **fishing and trapping** (hence a blank space in the table), the fishing and trapping sector accounts for only a very small proportion of the total employed population - even for native men (only 1.7 employed persons per 1,000 population 15 years and over).

Although the number of native women per 1,000 population involved in **forestry and logging** is more than 10 times that of non-native women, and even appreciably greater than that of non-native men, it is nonetheless only approximately one-seventh that of native men.

Overall, the number of native women per 1,000 population 15 years and over involved in **primary occupations** is almost identical to that of non-native women, but nonetheless only approximately one-quarter that of non-native men and one-fifth that of native men.

In **processing occupations**, the number of native women employed per 1,000 population 15 years and over is only slightly less than that of non-native women, but less than one-quarter that of non-native men and approximately one-fifth that of native men. Disparities are equally great in the **machinery product fabricating, assembly and repair occupations**. The number of native women employed per 1,000 population is only two-thirds that of non-native women, one-quarter that of native men and less than one-fifth that of non-native men.

The significant disparities in employment levels in **secondary occupations** reflect a variety of factors:

- the greater importance of at least basic education
- possibly greater tendencies for there to be more gender-based discrimination in secondary occupations
- influence of occupational stereotyping coupled with lack of appropriate role-models for native women to participate in secondary occupations
- lack of physical access to secondary occupations as a result of the tendency for native women to reside in rural and smaller urban centres

Employment disparities in the **managerial, technical, social and religious occupations** tend to be more closely related with native identity than with gender alone. This is evidenced by the fact that almost as many native women as native men are involved in such occupations, but that their levels are significantly lower than those of non-native women and men. The number of employed native women per 1,000 population in these occupations is 95% that of native men, but only 71% that of non-native women, and 47% that of non-native men.

By contrast with the immediately preceding occupations, the **clerical and related occupations** tend to reflect more of a gender bias than the native/non-native bias. For natives and non-natives alike, a greater number of women than men per 1,000 population are employed in clerical and related occupations. The number of native women per 1,000 population who are employed in clerical and related occupations is almost double that of non-native men, more than triple that of native men, but only slightly greater than one-half that of non-native women.

An almost equal number of native women and men per 1,000 population are employed in **sales occupations**, reflecting local (often community-based) opportunities in such areas as convenience stores, gasoline outlets, and "mom and pop" shops. These levels lag far behind those of non-native counterparts, where approximately double the numbers are involved in sales occupations.

The **service occupations** exhibit the least disparities in the occupational group, both from a gender and native/non-native identity point of view. A somewhat greater number of native women per 1,000 population than native men, non-native women and non-native men are employed in service occupations.

By contrast, disparities are greatest in the **construction trades** - especially between male and female rates. Whereas a greater number of native men than non-native men are involved in construction trades, the opposite is true for women. For native and non-native women alike, however, the number of men involved in construction vastly exceeds that of women. For example, the number of non-native men involved in construction is more than 60 times that of native women, and for native men it is 80 times that of native women.

Although native and non-native women alike lag far behind their male counterparts in terms of those employed per 1,000 population in **transportation equipment operating occupations**, the number of native women involved in such occupations is almost double that of non-native women. This is probably influenced heavily by the number of native women in rural areas involved in such activities as driving of school buses in rural and remote areas, part-time trucking, and operating of local "taxi cab" and similar services.

For **tertiary occupations** as a whole, the proportion of native women per 1,000 population is 92% that of native men, 73% that of non-native women, and 65% that of non-native men. This compares with employment in all sectors (primary, secondary, tertiary and other), where the number of native women employed per 1,000 population 15 years and over is 64% that of native men, 74% that of non-native women, and 50% that of non-native men.

The table below compares the number of native women employed in each occupation group per 1,000 population as a percentage of the corresponding rates for the three other groups (i.e. native men, non-native women, and non-native men). Figures less than 100% indicate that the number of native women employed per 1,000 population is less than that of the corresponding other group, while figures greater than 100% indicate that the number of native women employed per 1,000 population is greater than that of the corresponding group.

**Figure 22:**
**Native Women's Employment Rate in Each Occupation as % of Employment Rates for Other Population Groups, Ontario, 1981**

| Occupation | % of Native Men's Rate | % of Non-Native Women's Rate | % of Non-Native Men's Rate |
|---|---|---|---|
| Fishing & Trapping | — | — | — |
| Forestry & Logging | 13.7 | 1,166.7 | 129.6 |
| Other Primary | 28.7 | 70.4 | 20.0 |
| PRIMARY OCCUPATIONS | 20.7 | 100.9 | 27.6 |
| Processing | 20.8 | 95.8 | 23.5 |
| Machinery Product Fabricating, Assembly & Repair | 24.6 | 68.7 | 17.6 |
| SECONDARY OCCUPATIONS | 23.5 | 75.5 | 19.2 |
| Managerial, Technical, Social, & Religious | 95.0 | 71.2 | 46.8 |
| Clerical & Related | 325.7 | 56.9 | 184.3 |
| Sales | 96.2 | 56.5 | 41.5 |
| Service | 141.3 | 122.5 | 124.0 |
| Construction Trades | 1.3 | 84.6 | 1.6 |
| Transportation Equipment Operating | 16.1 | 197.2 | 16.9 |
| TERTIARY OCCUPATIONS | 92.0 | 72.9 | 64.6 |
| Other | 22.0 | 77.0 | 22.8 |
| TOTAL EMPLOYED | 63.7 | 73.8 | 49.9 |

Source: Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

The number of native women employed per 1,000 population is greater than that of native men in only two occupational groups, namely **clerical & related**, and **service** occupations. It closely approximates that of native men in two additional occupational groups, namely: **managerial, technical, social** and **religious** occupations, and **sales** occupations.
The number of native women employed per 1,000 population greatly exceeds that of non-native women in only two occupational groups, namely **forestry & logging**, and **transportation equipment operating** (though these only account for a small proportion of the total employed per 1,000 population). The employment rates per 1,000 population for native women closely approximate or slightly exceed those of non-native women in two other occupational groups, namely **processing**, and **service** occupations.

The number of native women employed per 1,000 population greatly exceeds that of non-native men only in **clerical & related** occupations. In addition, it is appreciably larger than that of non-native men in **forestry & logging** activities (though this accounts for only a very small proportion of the total employed population) and in the service occupations. In every other occupational group, the number of native women employed per 1,000 population is significantly lower than that of non-native men.

**Analysis and Implications**:

- Native women suffer from the double effects of gender and racial bias. This means that they typically experience lower levels of employment than their male counterparts as well as non-natives, whether male or female. The occupations where they enjoy higher levels of employment tend to be those with the lowest average pay, greatest tendency for part-time and/or seasonal work, poorest stability, least opportunity for advancement, and greatest dependency on males and non-natives for decision-making which affects their employment, economic and career circumstances. The overall range of occupational pursuits with meaningful levels of involvement of native women is much narrower than that of their male counterparts as well as that of non-natives in general - especially non-native men.

- The data on employment in each occupational and industrial sector provide an indication of the size of the "constituency" represented by native women who are actively employed in the labour force. These require special services and support for continued advancement (e.g. skill development, employment equity, career advancement, enterprise development, etc.). At the same time, the employed population accounted for only two-fifths of the total native female population of working age. This means that the majority of native women are in the constituent group **not** presently represented in the paid employed labour force. While the skills and experience acquired through unpaid work with the family and in the community have intrinsic value, these have not generally been recognized as "economic" activities. Native women require additional programs such as basic literacy and numeracy education, business and professional skills development, job training and placement services, and equity initiatives targeted toward recruitment and placement. Economic development policies should build on traditional values while at the same time addressing these special needs.

- The implications of patterns of employment in various occupations and industries are significant:

    - The vast majority of new employment opportunities and, consequently, of related support programs (e.g. training, placement, enterprise development, technology transfer, skill development, infrastructure support, etc.) are concentrated in the service sector.

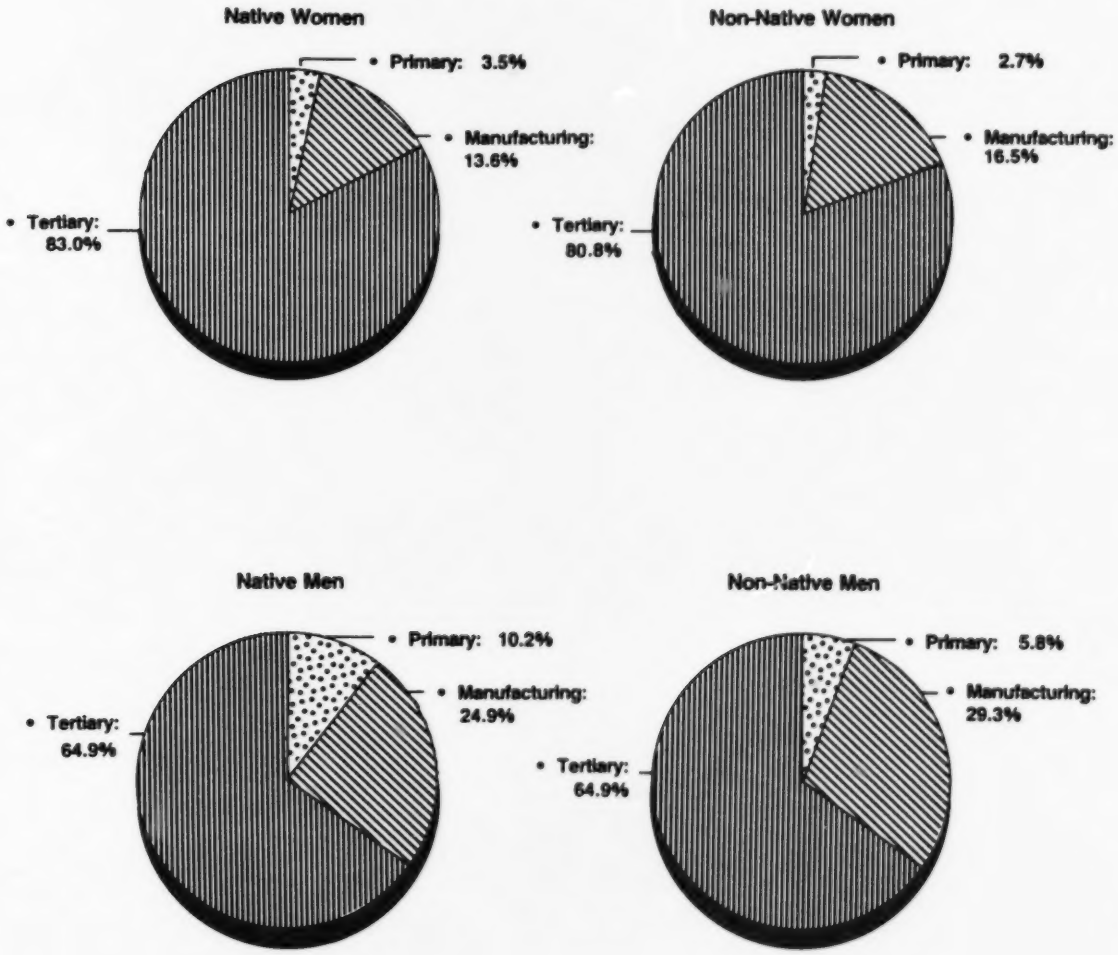
    - The current general occupational profile (in relative, proportional terms) of native and non-native women are very similar; however, they differ sharply from those of native and non-native men. This has implications for program delivery mechanisms targeted to native women who are currently active in the labour force.

## INDUSTRIES

As with their non-native counterparts, the vast majority of native women in the experienced labour force are involved in tertiary (i.e. service) industries - which account for more than four-fifths of the total experienced labour force 15 years and over. By contrast, the proportion among native and non-native men is less than two-thirds.

The proportion of native women involved in manufacturing industries is approximately one-half that of native men. At the same time, the proportion of native women in the primary industries sector is only one-third that of native men - although appreciably greater than that of non-native women. For native and non-native women alike, the single most important industry sector is that of community business and personal services. In the case of non-native women this accounts for more than two-fifths of the experienced labour force 15 years and over (42%), while it approaches one-half (48%) for native women. Among status Indians living on-reserve, the public administration (and defence) industry sector is also particularly significant - accounting for one-quarter (25%) of the female experienced labour force. This reflects the significance of involvement in band government, community program delivery and similar activities at the band or community level, as well as involvement in federal and provincial program administration in the fields of Indian or native affairs.

Figure 23:
**Industries: Experienced Labour Force 15 Years and Over, Ontario, 1981**




**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

As with the earlier table illustrating the number of employed persons per 1,000 total population per occupation, the table below shows the number of employed persons per 1,000 population by industry. (Note: The two categories are distinguished by the following example: a secretary working in a logging company is classified as having a clerical occupation in a primary industry; similarly, a manager of a manufacturing operation is classified as having a tertiary occupation in a manufacturing industry.)

**Figure 24:**
**Employed Persons per 1000 Total Population 15 Years and Over, by Industry, Ontario, 1981**

| Industry | Native Women | Native Men | Non-Native Women | Non-Native Men |
|---|---|---|---|---|
| Agriculture | 6.3 | 13.6 | 12.1 | 29.7 |
| Forestry | 3.9 | 23.8 | 0.5 | 3.2 |
| Fishing & Trapping | — | 2.3 | 0.2 | 0.5 |
| Mines (including milling) Quarries, Oil Wells | 2.5 | 19.4 | 1.2 | 11.4 |
| PRIMARY INDUSTRIES | 13.0 | 59.5 | 14.0 | 44.7 |
| MANUFACTURING INDUSTRIES | 49.3 | 150.5 | 83.4 | 223.3 |
| Construction | 4.6 | 62.5 | 6.8 | 64.0 |
| Transportation, Communication & Other Utilities | 14.2 | 64.3 | 22.8 | 71.2 |
| Trade | 51.3 | 72.2 | 94.2 | 121.0 |
| Finance, Insurance & Real Estate | 18.0 | 7.7 | 45.5 | 30.9 |
| Community Business & Personal Service Industries | 181.5 | 104.3 | 215.1 | 149.3 |
| Public Admin. & Defence | 48.1 | 75.4 | 33.0 | 57.5 |
| TERTIARY INDUSTRIES | 317.6 | 386.4 | 417.5 | 493.9 |
| TOTAL ALL INDUSTRIES | 379.9 | 596.5 | 514.9 | 761.9 |

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

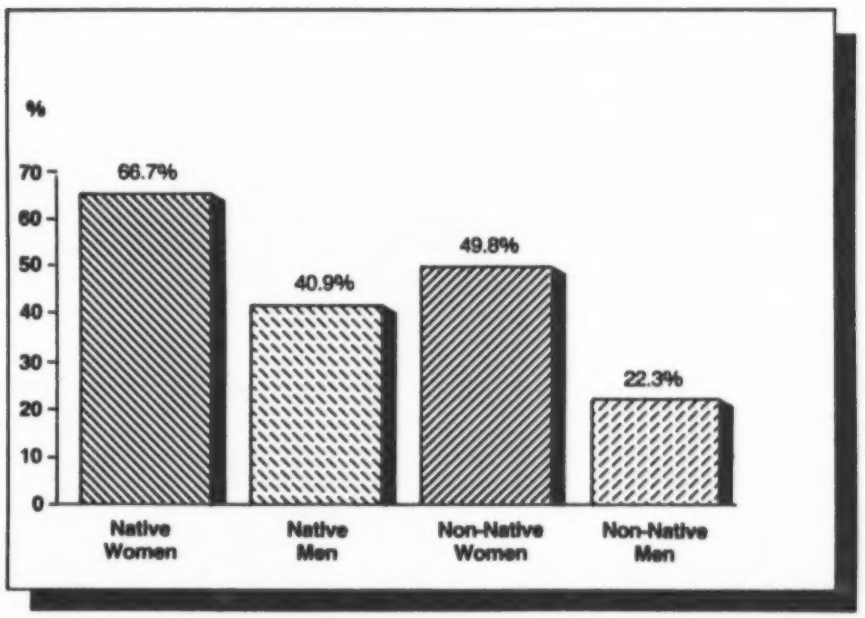
The table illustrates a pattern similar to that exhibited by the corresponding table on occupations.

## INCOME

Natives in general, and native women in particular, have substantially lower incomes than non-natives - especially males. For example, two-thirds (67%) of native women in 1980 have individual incomes of less than $5,000. This is 1.3 times the proportion of non-native women (50%), 1.6 times that of native men (41%) and three times that of non-native men (22%).

The situation is worst among status Indian women living on-reserve, where more than one-third (36%) had no income at all, and an additional two-fifths (39%) had incomes between $1 and $4,999. This means that three-quarters (76%) of status Indians on-reserve earned less than $5,000 in 1980, compared to one-half (50%) of non-native women, and less than one-quarter (22%) of non-native men. In a similar fashion, only a small minority - 6% - of native women earned $15,000 or more in 1980, compared to 13% of non-native women and 50% of non-native men. Among status Indian women living on-reserve, less than 3% earned $15,000 or more.

**Figure 25:**
**Population With Individual Income Less Than $5,000 ($s 1980) (Including those with no income): Population 15 Years and Over, Ontario, 1980**



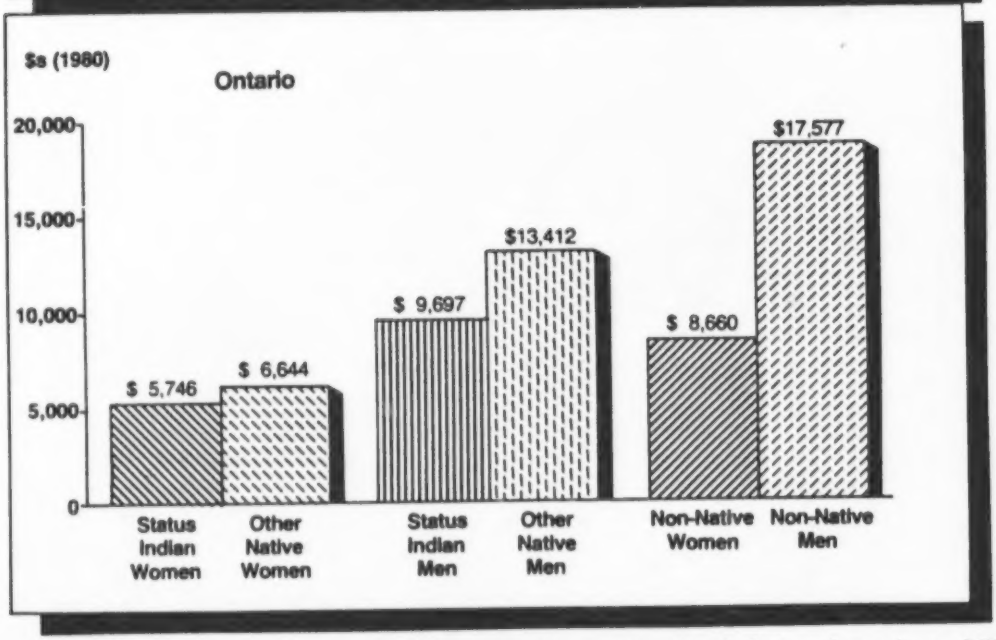

**Source:** Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

In 1980, the average income of native women in Ontario was $5,746 for status Indians, and $6,644 for other natives. This is substantially lower than the corresponding average incomes for native men as well as non-native men and women. For example, the average income of status Indian women in 1980 was:

- two-thirds (66%) that of non-native women
- three-fifths (59%) that of status Indian men
- two-fifths (43%) that of other native men
- one-third (33%) that of non-native men

Figure 26:
**Average Individual Income ($s 1980), By Province: Population 15 Years and Over with Income, 1980**

| | B.C. | Alta. | Sask. | Man. | Ont. | Que. | Atlantic Canada | Northern Canada | Canada |
|---|---|---|---|---|---|---|---|---|---|
| Native Women: | | | | | | | | | |
| • Status Indians | 5,783 | 6,542 | 5,327 | 5,133 | 5,746 | 7,080 | 5,266 | 6,042 | 5,888 |
| • Other Natives | 7,058 | 6,735 | 5,723 | 5,238 | 6,644 | 7,672 | 5,758 | 6,093 | 6,459 |
| Native Men: | | | | | | | | | |
| • Status Indians | 10,591 | 10,146 | 7,411 | 6,883 | 9,697 | 10,665 | 7,250 | 8,086 | 9,298 |
| • Other Natives | 15,007 | 13,390 | 10,109 | 9,790 | 13,412 | 12,153 | 9,335 | 10,274 | 12,230 |
| Non-Native Women | 8,978 | 9,062 | 7,720 | 7,728 | 8,660 | 8,402 | 6,832 | 11,688 | 8,448 |
| Non-Native Men | 19,024 | 19,444 | 16,690 | 15,637 | 17,577 | 15,869 | 13,499 | 21,390 | 17,011 |




Source: Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

Of special importance is the greater tendency for natives in general, and native women in particular to be dependent upon government transfers as a major source of income. For example, 22% of native women indicated that government transfers were their major single source of income in 1980. This compares to 17% for native males, 14% for non-native females, and 9% for non-native males. The proportion is highest among status Indian women living on-reserve, where more than one-quarter (27%) cited government transfers as their major single source of income.

For native women, as for other groups, average individual incomes are generally lower in rural areas and smaller urban centres than in the larger urban centres. For example, the average individual income of status Indians in the largest urban centres of 100,000 population or greater were almost 50% greater than for those living in rural areas. This reflects the higher average earnings in urban-oriented occupations and industries, coupled with higher average levels of employment, less seasonal work, more stable labour market conditions and more full-time work available in larger urban centres. The disparities between rural and urban average incomes are greatest for status Indians - especially for women. For natives and non-natives alike, the rural/urban disparities are greater for women than they are for men.

**Figure 27:**
**Average Individual Income ($s 1980), by Rural-Urban Residence: Population 15 Years and Over, Ontario, 1980**

| | Rural Areas | Urban Centres 1000 - 9999 Population | 10 000 - 99 999 Population | 100 000 + Population |
|---|---|---|---|---|
| Native Women | | | | |
| • Status Indians | 4,892 | 5,710 | 5,835 | 7,322 |
| • Other Natives | 6,175 | 5,474 | 5,749 | 7,422 |
| Native Men | | | | |
| • Status Indians | 8,483 | 12,031 | 12,050 | 12,141 |
| • Other Natives | 12,057 | 12,209 | 13,730 | 14,335 |
| Non-Native Women | 7,346 | 7,360 | 7,831 | 9,303 |
| Non-Native Men | 15,833 | 15,967 | 16,855 | 18,452 |

**Source**: Indian and Northern Affairs Canada customized data, based on 1981 Census of Canada.

**Analysis and Implications**:

- Of particular significance is the fact that average individual incomes for native women in Ontario are lower than that of several other provinces, even though overall levels of labour force participation and employment are higher. This may indicate a greater tendency for native women in Ontario to be "ghetto-ized" in lower-paying and/or part-time/seasonal employment positions.

- The data on low income levels among natives only tell part of the story, since native women have greater family responsibilities on average, and have a greater tendency to live in lone-parent family situations without the benefit of a partner's additional income to meet household family and personal needs.

- Low incomes among native women result in their having to put all their energy into day to day survival. This severely restricts the ability of native women to take advantage of economic opportunities, limits their choices, and lowers their chances for independent living.

- Recent Health and Welfare Canada studies have also shown a strong correlation between low incomes and poor health in the Canadian population; thus, low incomes likely contribute to a vicious cycle of underemployment and dependency.

# IV Summary

As of 1981, there were an estimated 57,830 native women in Ontario, of whom more than two-thirds were status Indians, one-fifth were non-status Indians and an additional one-tenth were Métis. Less than 1% were Inuit. Native women outnumber their male counterparts by more than 5,000. Any economic and employment assistance programs catering to the needs of native women will, therefore, need to take into account the following factors:

- the different geographic, cultural and linguistic backgrounds and life experiences amongst the various native groups in different regions of the province

- the overall size of the target population of native women, based not only upon total population size, but also specific demographic and economic characteristics which influence the need for special assistance (e.g. disproportionate representation of native women among the unemployed, under-employed and lower income groups)

- the different approaches appropriate for on-reserve and off-reserve populations, taking into account legal, institutional and geographic factors

Approximately one-half of native women live in rural areas or small urban centres, where economic growth and diversity of opportunity is considerably less than in the major urban centres. At the same time, the urban half of the native women population tends to be more dispersed and isolated from native community contacts and resources. Appropriate economic and employment assistance programs will need to involve a combination of community-based initiatives targetted to native communities - especially those in rural and remote areas - as well as special outreach services to facilitate and enhance native participation in urban and mainstream settings.

Native men and women, especially status Indians living on-reserve, have appreciably larger families, on average, than do non-natives. In general, youth can be viewed as an important resource for future economic development

in native communities. However, without adequate and appropriate supports, family responsibilities can make it more difficult for parents to gain access to economic opportunities such as training, job creation and business investment. Sole-support parents, most of whom are women, will need additional supports targeted specifically to their needs.

The on-reserve status Indian population appears to be considerably more geographically stable (i.e. exhibits less tendency for mobility) than the non-native population. At the same time, however, the mobility amongst other native women and men is higher than that of their non-native counterparts. This indicates the considerable challenges that native women and men face in finding suitable employment and/or educational/training experience in their own home communities. On the one hand, the higher mobility amongst natives in general, and native women in particular, reflects a capacity to respond to changing opportunities. On the other hand, however, it underscores the need for community-based initiatives which provide native women and men with flexibility and choice in their educational and occupational pursuits - whether in traditional or mainstream settings.

Labour force participation rates among native women are lower than those of native men and non-native women and men. This reflects the chronically-adverse employment conditions in many native communities and the corresponding tendency for native women to be "discouraged workers" no longer actively seeking wage employment. It also indicates that their greater family responsibilities, especially for those who are lone parents, may act as a barrier to participation in wage jobs and careers.

Employment rates of native women are also lower than those of native men and non-native women and men. Native women suffer on two accounts:

- lower employment for natives than non-natives
- lower employment for females than males

Even where native women are successfully employed, there is a tendency for them to be involved in short-term, seasonal, part-time and, therefore, typically lower-paying and less secure occupations than those available to

their male and/or non-native counterparts. As much as even short-term and seasonal work may be important to native women, it is evident that the longer term cycle of dependency will not be broken for native women until it is possible for them to participate more fully in occupations and positions which are more secure, financially rewarding and meaningful, and which help to establish visible and positive role models for younger generations of native women.

Since the general trend for native women to experience higher levels of unemployment or under-employment is evident in all industry sectors, it can be concluded that it is not simply a reflection of any biases in the distribution of native women amongst various industry sectors. Rather, it likely reflects a variety of factors, including overt and/or systemic discrimination on the combined bases of gender and aboriginal identity. It also likely reflects the lower levels of educational attainment, poorer access to full-time and stable work sitautions, inadequate access to family and childcare support, and generally poor economic conditions in areas where native populations are most highly concentrated (e.g. rural and remote areas of the province).

There remains a greater tendency for natives than non-natives to leave school without completing high school or attending a post-secondary educational institution. This trend may possibly continue unless the root causes for early school-leaving are adequately dealt with. This includes assistance to native adolescents and their families to cope with financial hardships; establishment of appropriate role models; enhancement of school curricula to include sensitivity to native culture and relevance to native geographic and economic realities; and improvement and extension of adult literacy/education programs targetted to native peoples.

The number of native women employed per 1000 population is greater than that of native men in only two occupational groups, namely: *clerical & related*, and *service* occupations. It closely approximates that of native men in two additional occupational groups, namely: *managerial, technical, social and religious* occupations, and *sales* occupations. Typically in most other

respects, the employment of native women per 1000 population is lower than that of their male and non-native counterparts - except in the lower-paying, more seasonal and less secure occupations.

Native women almost certainly rank lowest among major groups in Ontario society in terms of average personal income. In 1980, two-thirds (67%) of native women had individual incomes of less than $5,000. This was 1.3 times the proportion of non-native women (50%), 1.6 times that of native men (41%) and 3 times that of non-native men (22%). The situation is worse among status Indian women living on-reserve, where more than one-third (36%) had no income at all in 1980, and an additional two-fifths (39%) had incomes between $1 and $4,999. The situation is exacerbated by the fact that native women have larger families on average, and have a greater tendency to live in lone-parent family situations without the benefit of a partner's additional income to meet household family and personal needs. The lower average incomes simultaneously reflect the adverse employment opportunities available to native women, and indicate the continuing cycle of dependency facing most native women. For native women living at or below the poverty line, it is virtually impossible to improve economic opportunities and conditions without financial and other support for such things as training, skill development, investment in businesses, and child care while at work.

In conclusion, it appears from the data presented in this report, that while native women have many of the same difficulties participating in economic development as do native men and non-native women, there are some factors which need special attention. Native women appear to be more disadvantaged because of the combined effect of their gender and their aboriginal background. Special consideration, and in some cases special measures, will likely be needed therefore, to ensure that native women are full participants in any economic development initiatives undertaken by the government for the benefit of native peoples.

# Appendix
# Terminology

1. Aboriginal Peoples Terminology
2. Indian Community Terminology
3. Economic and Employment Terminology

# Appendix: Terminology

The following terms (many contained in this report) are frequently used in the context of native socio-economic development. An understanding of their meaning is important in interpreting the data and key points outlined in the report, and in addressing broader policy and program implications.

## 1. ABORIGINAL PEOPLES TERMINOLOGY

- **aboriginal (aboriginal person/people)**: a descendant of the "original peoples" of Canada; for the purposes of this paper the term refers to status Indians, non-status Indians, Métis and Inuit (see below) and is used interchangeably with the term "native" (native person/people).

- **Bill C-31**: An Act to Amend the Indian Act to provide either first-time instatement or reinstatement to persons who either lost or were denied status as a result of discriminatory elements of the Indian Act. (Persons with "Bill C-31 status" are considered status Indians.)

- **Indian (Indian person/people)**: an aboriginal person who is either registered or entitled to be registered as an Indian under the terms of the Indian Act.

- **indigenous person/people**: (an) aboriginal person/people.

- **Inuit**: an aboriginal person who self-identifies as an Inuit person and who is a descendant of the original inhabitants of northern regions which are now known as northern Canada.

- **Métis**: a person who self-identifies as a Métis, and who is of mixed Indian and non-Indian ancestry.

- **native (native person/people)**: a descendant of the "original peoples" of Canada; for the purposes of this paper the term refers to status Indians, non-status Indians, Métis and Inuit (see below) and is used interchangeably with the term "aboriginal" (aboriginal

person/people)(Note: the term native is used most often to refer to status Indians, non-status Indians and Métis but also is frequently used to include Inuit).

. **non-Indian**: any person who is not an Indian according to the above definition; the term non-Indian would include both non-natives as well as Inuit and Métis.

. **non-native**: any person who is not a native (or aboriginal) person according to the above definition.

. **non-status Indian**: an Indian who is not registered as an Indian under the Indian Act, for whatever reason.

. **other native**: a term used in tables and charts in this paper to refer to natives other than status (i.e. registered) Indians; i.e. non-status Indians, Métis and Inuit.

. **registered Indian**: a status Indian (i.e. an Indian registered as an Indian under the Indian Act).

. **status Indian**: an Indian who is in fact registered as an Indian under the Indian Act (a registered Indian).

## 2. INDIAN COMMUNITY TERMINOLOGY

- **band (Indian band)**: a body of Indians recognized by government for whose benefit and use land and money have been set aside and held by the government.

- **band council**: a community institution, recognized under the Indian Act, which is used by Indian bands to assume responsibility for local administration.

- **reserve**: a tract of land set aside for the use and benefit of an Indian band, the legal title to which is vested in Her Majesty in right of Canada.

- **on-reserve (on-reserve population)**: members of an Indian band who normally reside on a reserve.

- **off-reserve (off-reserve population)**: members of an Indian band who normally reside off-reserve.

## 3. ECONOMIC AND EMPLOYMENT TERMINOLOGY

- **community-based development**: strategies and initiatives aimed at broader community development (as distinct from enterprise or business development), and which focus on a wide range of community economic, social and cultural considerations. Community-based strategies do not restrict themselves to consideration of financial viability on its own, but rather take into account the full net benefits of development within a specific community context (e.g. objectives such as access to meaningful employment, self-determination, community stability, reduced dependency, and improvement of overall quality of life in the community).

- **discouraged worker**: an unemployed person otherwise able and willing to work but who is no longer an active participant in the official labour force (i.e. no longer actively seeking employment) due to a chronic lack of suitable employment in the local labour market/ economy.

- **economic development**: a comprehensive concept which refers to strategies and initiatives aimed at the creation and development of sustainable long-term sustenance, wealth and/or prosperity. Economic development is measured in broad social and economic terms which take into account not simply job creation but rather access to meaningful and rewarding pursuits which are sustainable over the longer term and which reflect and support individual and community values.

- **employment (employment rate)**: a concept used to refer to the measurement of the degree to which a population is successfully employed. (For practical measurement purposes, employment refers primarily to employment in formal wage-paying pursuits.) The employment rate of a population refers to the portion of the population of working age which, at the time of survey, is successfully employed in either part or full-time work.

- **employment development**: strategies and initiatives whose primary objectives are to create or increase either short-term or longer-term employment (i.e. jobs).

- **employment equity**: a broad range of strategies and initiatives designed to improve the economic status of a defined group of people who are under-represented in the workforce, and have a disadvantaged economic status for reasons involving historically overt and/or systemic discrimination.

- **enterprise development or business development**: strategies and initiatives which focus primarily on the development of businesses or enterprises whose objectives are primarily financial, and are formally and directly centered on the specific internal interests of the enterprise itself and its owners, operators and/or employees (i.e. as distinct from the broader community).

- **job creation**: a term often used interchangeably with employment development; strategies and initiatives whose primary objectives are to create or increase either short-term or longer-term employment.

- **labour force**: the portion of the population of working age (deemed, for practical measurement purposes, to be those persons from 15 to 64 years inclusive) who are either employed or actively seeking employment at the time of survey.

- **labour force participation (participation rate)**: a term used to refer to the basis of measuring the degree to which a specific population is either employed or actively seeking employment; the labour force participation rate is measured as the portion of the total population of "working age" (15 to 64 years inclusive) which is either employed or actively seeking employment at the time of survey.

- **mainstream economy/mainstream culture**: two comparable concepts referring to the prevailing infrastructure, institutions, attitudes, values and practices (in a commercial, cultural and/or political

sense) which are most directly associated with the dominant or majority populations. In the context of native issues in Ontario, this refers primarily to the non-native populations - especially those in the more urbanized, industrialized and southern regions of the province.

. **non-wage economy (non-wage pursuits)**: occupational pursuits which do not normally provide wages, salaries or other similar financial rewards (examples include non-cash harvesting, hunting, trapping or other similar pursuits for personal or family consumption and/or trade and barter).

. **overt discrimination**: blatant, conscious discrimination (e.g. in hiring or promotion practices) based on gender, race or other factors rather than merit.

. **subsistence economy (subsistence pursuits)**: a concept which refers to a local or community economy attuned to providing for the necessities of existence of that particular population, rather than the creation of a surplus for trade/sale to an external market.

. **systemic discrimination**: unintentional discrimination against individuals of a particular gender, race, religion, cultural group (etc.) which results from inappropriate and irrelevant practices (e.g. recruitment practices; promotion criteria; etc.) in an institutional system (hence *systemic*) which have the *effect* of denying equal opportunity to individuals of equal merit.

. **traditional pursuits**: occupational pursuits, whether for financial or non-financial reward, which are associated with traditional native culture (examples include certain forms of fishing, trapping, hunting, arts, and crafts).

. **unemployment (unemployment rate)**: a rather limited term which refers to the portion of the ***labour force*** (i.e. not the total working-age population) which is unemployed at the time of survey.

Note: the unemployment rate, therefore, reflects the combination of two factors: labour force participation, and employment success/non-success. Hence, a community with low labour force participation may demonstrate lower levels of *un*employment than a community with high labour force participation, even though the former community has lower overall employment success rates. For example, a community with a labour force participation rate of only 60% would demonstrate an unemployment rate of 0% (zero %) if all of the labour force participants were successfully employed. By contrast, a community with considerably higher overall employment of its working age population - say, 90% - but an even higher labour force participation rate - say 100% - would have a higher unemployment rate (in this case 10%.

- **wage economy (wage pursuits)**: occupational pursuits which offer wages, salaries financial profits or other monetary reward/ compensation.